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FEDERATION OF CANADIAN MUNICIPALITIES

PROCEEDINGS OF THE 47TH ANNUAL CONFERENCE
WINNIPEG, MANITOBA
JUNE 3-7, 1984

DAY 1 (Monday, June 4)

1. OFFICIAL OPENING

Chairman:	Jim Ernst, Deputy Mayor of Winnipeg
Invocation:	Most Reverend Antoine Hacault
Welcome:	The Honourable Pearl McGonigal, Lieutenant Governor of Manitoba
	The Honourable Howard Pawley, Premier of Manitoba

PRESIDENT'S ADDRESS

Mayor Ted Brady noted the growing strength and vitality of the Federation. At their January meeting, 54 of 55 Directors had participated. In one year, membership had increased one-third. Success was attributable in part to hard work by Board officers, by the Executive Director and his staff.

No less important was the emerging sense of national municipal identity and presence. With hard times, municipalities had learned self-reliance and mutual support. At last year's Annual Conference, we found that top-down approaches needed to be replaced by planning from the bottom up, and that the most promising sources of new employment were small enterprises to which municipalities were close. We were reminded of the need for co-operation. The FCM flourished because it needed to flourish.

In our new era, municipal governments had to do more, with no more resources, by higher productivity and efficiency.

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Major research had therefore focussed on efficiency in management. INNOVATIONS had started a new dialogue among 45,000 readers. FORUM, without adding to its staff, had itself become a demonstration of municipal productivity in action and was attracting widespread praise.

The FCM brief to the Macdonald Royal Commission emphasized the need for a true public sector partnership. Hence more effort has been devoted to better understanding with provincial and territorial governments. We were disappointed not to have been able to meet Ministers of Municipal Affairs during their annual meeting, but we have met them individually in 10 provinces and the Yukon. We discussed with them the withdrawal of the federal government from many municipal related programs and found them sympathetic to a joint approach to Ottawa.

When we welcomed the Union of Manitoba Municipalities as an Affiliate Member, it became the 17th of 18 provincial groups to join us. Our second annual meeting of Presidents and Executive Directors of member associations was a marked success. The President attended municipal association conferences in all provinces and territories.

Communications with the federal government were a source of great satisfaction. Doors were open to us. The Minister of Finance had a productive encounter with the January Board meeting. Though the current Liberal leadership race necessarily reduced participation of ministers at the present conference, we would welcome Mr. Axworthy, as well as opposition leaders.

The President referred to the 14 Task Forces making recommendations to the Board and membership. This was proving to be a productive initiative.

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Mayor Brady, noting that he was representing the smallest municipality to send a president to the FCM, referred to the new efforts to serve and represent the municipal world outside the big cities. At the same time, the Big Cities Caucus has made significant contributions, notably in the study on infrastructure.

The President concluded with confidence that succeeding FCM leaders would be able to build on current success.

II. ANNUAL GENERAL MEETING

1. APPROVAL OF MINUTES OF THE 1983 ANNUAL GENERAL MEETING

It was moved and seconded that the Minutes be adopted.

2. APPROVAL OF FINANCIAL STATEMENTS, AUDITORS' REPORT

Alderman Doreen Lawson presented the financial statements and auditors' report.

It was moved and seconded that the 1983-1984 Financial Statement and Auditors' Report be approved and that Maheu , Noiseux be appointed as auditors for 1984-1985.

3. NATIONAL MEMBERSHIP RECRUITMENT

Mayor Marion Dewar spoke of the "enthusiasm and vitality" which had brought success in recruitment. The strategy had been to look especially at B.C., Ontario and Quebec.

Mayor Dewar reported membership up by 2 million in population. The new members were:

British Columbia	4
Alberta	4

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Saskatchewan	8
Manitoba - new association	
Ontario	5
Quebec	5
Nova Scotia	10
Newfoundland	5

4. EXECUTIVE DIRECTOR'S REPORT

Mr. Knight said five areas had been given special attention: administration, membership, publications, inter-governmental affairs and service to members.

A major accomplishment had been office automation completed just in time to cope with the membership increase. Administrative capacities had been significantly increased at modest cost. A new internal budgeting system oriented to programs was in place. A decision was required shortly on premises.

Priority had been given to support for the new Task Forces and to procedures to ensure appropriate action on resolutions.

Mr. Knight paid tribute to the support he had received from all municipal associations.

It was moved and seconded that the Executive Director's report be approved with the following amendment:

"That sincere appreciation be expressed to the Executive Director and his staff for their work in bringing the FCM to the excellent position in which it finds itself today".

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III. DELEGATES' LUNCHEON

Chairman:	Jim Ernst, Deputy Mayor of Winnipeg
Introduction:	Marion Dewar, Mayor of Ottawa
Speaker:	Dr. Vivian Rakoff, Clarke Institute of Psychiatry, Toronto

Commenting that it was perhaps as unusual for him to be facing such an audience as it was for the FCM to be addressed by a psychiatrist, Dr. Rakoff said that his interest was the interaction between individuals and society. His concern was the problems which arose when people became disconnected from their society.

The City had been called mankind's greatest achievement in its complexity, variety and the harnessing of the human element. If so, the FCM represented an extraordinary mechanism bringing this unique order of government together.

When people came together in human association, like municipalities, they gave up certain rights, wills and personal volitions to share ownership in a community. When they began to sense a lack of ownership there was potential social disorder. Dr. Rakoff said that he shared something with civic leaders in that when things go well one does not hear from clients. It is sick or dissatisfied people who bring their troubles for solution. If one were to depend entirely upon the media for a view of the community such as Toronto, one would have an unduly pessimistic picture of unsolved problems, like racial violence and stress. Essentially, though, Canadian communities were places of tolerance, for people shared their ownership successfully.

Taking an historical view, Dr. Rakoff noted that since the end of the eighteenth century, roughly coinciding with the American and French revolutions, there had been extraordinary changes in western societies through vast movements

of population. When the world was turned upside-down in search of economic and social opportunity there was disruption, but our generation is the beneficiary of it. The growth of cities caused enormous urban/industrial slums and the social problems reflected in the pages of Charles Dickens. The upheaval was probably worth it for within two or three generations the social benefits became evident to an unbiased observer.

Despite our preoccupation with the problems of cities and notably social needs, things are generally far better than they seem. In fact, compared to the rest of the planet, we are very rich.

Our level of mutual care was indeed remarkable and all the statistics on indicators like infant mortality, heart disease and crime were encouraging. Dr. Rakoff then drew attention to what he called " startling public health statistics" relating to suicides. In 1921 the suicide rate in Canada was 5.7 per 100,000. In 1980 it was 13.9. About 2 per cent of all deaths were due to suicide and amongst those under 30 years of age it was the second most frequent cause of death. In a major work at the turn of the century, Durkheim isolated many causes of suicide, the major being anomic that is, those outside the law and those with no ownership of society. Disaffiliated old men were the commonest victims. Now the suicide rate for those up to about 25 years of age was on the rise; these were the young who had left their families but who had not yet established their own positions in society In Quebec 30 years ago there was still the lowest rate in Canada: 18.5 per hundred thousand; now it was 14 per hundred thousand. This is a reflection of dislocation

through rapid economic change. Such changes, even if positive, doesn't necessarily make people happy. It causes a loss of context.

An important source of dislocation was immigration which was impossible without pain. There was a tendency to recreate what was left behind to cling to old structures. In the community the immigrant, as a stranger, was suspect and a threat to established order.

To meet these problems of change, it was necessary to have new institutional plans which would allow people to feel inter-connected. Canada's pluralistic society permitted social opportunities. Though it had long been fashionable to decry Canadian lack of identity, Dr. Rakoff concluded that the very amorphousness made it easier for people to have a sense of belonging. The policy of multiculturalism permitted people to keep their links with the past while forging new links with Canada.

Interestingly enough, research had shown that groups with a strong sense of history and of their own identity were less inhibited in adjusting to our society than others. Conversely, those whose identities had been destroyed found it hardest to cope with the immediate world around them.

Dr. Rakoff concluded by suggesting that it was the job of politicians to recognize these forces and to develop policies which encouraged all citizens to become thorough members of the community.

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IV. PLENARY THEME SESSION

Chairman: John Sewell, former Mayor of Toronto

Participants: Kevin Garland, planner, developer
Roch Bolduc, consultant, former Deputy-Minister of Municipal Affairs, Quebec
Michael Goldrick, economist, former Alderman, Toronto

Theme: "Will We Recognize Tomorrow's Communities?"

M. Bolduc began with an historic survey of municipal government in Quebec from the early 18th century until 1960. In the past 25 years there had been overwhelming growth indicators, for example:

- legislative inflation:
  There were over 400 revised statutes in Quebec.
- regulatory inflation:
  There were some 900 specific regulatory authorities.
- Fiscal inflation:
  In 1958 Quebec got 5% of federal income tax; now many Quebec taxpayers pay more to Quebec than to Ottawa. Sales tax has gone from 2 to 9%.
- Budgetary inflation:
  In 1959 the Quebec budget was 700 million; now it is around 25 billion.
- Civil service inflation:
  The provincial civil service has doubled in 20 years. Including education and hospital employees, it amounts to 15% of the labour force.

- inflation of public agencies: From 20 departments and 15 other agencies the bureaucracy has grown to more than 200 organizations today; similar but lesser increase has been seen in other provinces.

Now it was common for provincial governments not only to pass laws affecting municipal affairs, but to use other devices such as taxation, grants, technical standards, services and administrative controls to affect municipal affairs. Amongst the common reasons for the growing pervasiveness of provincial government, Quebec had in addition special circumstances such as "the necessity of broadening the occupational space for the new French Canadian middle classes" and the "cultural survival of the French minority". The growing political and bureaucratic machine permitted its owners to act according to their own will, which was not necessarily in line with the peoples' aspirations.

Although the recent economic crisis created pressures for budgetary restraint, M. Bolduc did not think it certain that the plea for decentralization would be heard. The middle class was very security-conscious and reluctant to accept a user's fee to channel the efficient provision of a social service.

The speaker also noted the growth of regional or metropolitan activities in comparison to local ones. As long as the income tax fuels a social democracy, he did not see the end of the centralization process, though it might be slowed.

M. Bolduc concluded by offering suggestions for the future:
- a constitutional amendment to give a charter of municipal rights which would then guarantee local democracy, local

power over-land use planning, property and consumption taxes;

- new regulations to ensure major administrative reorganizations are made only with a substantial majority;
- press federal parties to take a stand on municipal autonomies so that their future behavior could be judged;
- press governments to put bureaucracies in competition with private suppliers of services when feasible;
- press for user's fees for government services to evaluate real demand (except for grants to the needy);
- press provincial governments for regular municipal advice before moving on new legislation;
- press for consumption taxing power because municipalities are evolving from site and property services to personal services.

Kevin Garland began by reminding the audience that municipal leaders had the authority to make decisions which would shape communities. The results would be based on their own handiwork.

Typically, our cities had been created as places to earn a living, with more resemblance to mining camps than to places of grandeur. They were dedicated to commerce rather than the good life, but now there is a new emphasis on living quality through parks, schools, better neighbourhood design, water purity and so on. New York statistics indicated that today's urban inhabitants have roughly 10 times as much land as they had 125 years ago. The recent return of residential downtown was not statistically significant. We still had vast tracts of residential areas within commercial cores which were dead at night, with costly transportation systems enormously overbuilt to look after peak periods of use. Urban planning was still relying upon the private car.

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Nearly all suburban transportation routes were showing deficits far in excess of those in the inner city.

The maintenance and development of municipal infrastructure in the United States were now proving to be a critical problem. Wasn't this a sign of things to come in Canada.

Some interesting trends for the future could be identified. There would be slowed growth in the cities, sometimes resulting in declining population and a smaller tax base. Certainly the age profile was increasing, and by the year 2,000 it would be similar to Europe's. By 2025 it would be even more pronounced but then one could foresee an older population which was healthier and more active, thus looking for leisure activities. The proportion of women in the labour force would climb. One of the consequences would be the disappearance of informal neighbourhood support services - women who looked after the young and the old without calling upon public services. The high educational levels and high youth employment were causing a disturbing lack of sense of fullfilment. There would be smaller households, with many people living in lonely, anonymous isolation.

Technological change would bring many influences. Light and clean industry could be established in the midst of residential neighbourhoods. The explosion of communications provided a choice of means by which people would interact. It was now possible to stay at home with personal computers and do all one's business and conduct personal affairs with them. This could result in far less human interaction and the growth of intolerance.

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Ms. Garland urged that planners be required to turn more attention to the changing needs for social services and to make social planning part of official plans. There must be imaginative approaches to community design: for example, shopping areas would have to be so attractive that they would compete with the new trend to making purchases through home videotex. More attractive libraries and other cultural facilities would have to compete with the cultural, intellectual and recreational attraction of home communications system:

Michael Goldrick warned that his picture of the future would sound pessimistic.

The dominating issue was structural economic change. Of the many aspects of economic restructuring, two in particular were immediately important: high levels of unemployment and under-employment, and " the marginalization of labour" or "job de-skilling".

" THE ROCKY ROAD to 1980" , recently published by the Ministry of State for Economic Development, estimates that just to hold the line at an average unemployment rate of 10%, 200 million jobs will have to be added by 1980. In addition, one to two million additional jobs would be lost as a result of economic restructuring even in the boyant decade of 1971-1981 only about one-half to two-thirds of that number were created.

The same paper forecast that between one and two million manufacturing jobs would disappear by the early 1980's and between one quarter and one half of the best paying skilled and, until recently, stable jobs would disappear.

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The OECD had concluded that 20,000 new jobs would be required every day during the last five years of this decade. Thus Canada, in trying to reach such enormously difficult goals, would be competing with its OECD partners seeking to do the same thing.

Despite earlier predictions that technology would eliminate the least desirable jobs, it now appeared that there would be a sharp decline in openings for professional, administrative, and technical skills. There would be a relatively large increase in low skilled, low paid intellectually undemanding jobs in the service sector.

The federal government forecast suggested that the trend towards technologically intensive activities and growth in the service sector would probably mean that any economic expansion would favour larger urban centres, thus increasing existing disparities amongst regions and within them.

Looking at possibilities in the service industries, Mr. Goldrick said that tax yields were not nearly as geat for average retail or commercial property as for industrial land uses. The return to the community would also be less: for every dollar produced by manufacturing 90% is produced elsewhere in the community; but for every dollar produced in the service sector only 30 cents is produced elsewhere.

Mr. Goldrick said that official land use plans by and large had guided the provision of incredibly expensive utilities such as transport systems. Technological change and de-industrialization had sharply decreased the demand for public services; when capital moved elsewhere, cities were left to pay for

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services they would never need.

Projecting economic change into social cost, Mr. Goldrick said that every increase in unemployment created definable and substantial costs and suicides, and various physical and mental disease. But as the demand for municipal services increase, the revenue to provide them would diminish.

The labour market was changing its shape dramatically. Formerly there were relatively few very rich and very poor, with most of the population grouped in the middle. Now the reverse was becoming true, with large numbers of low-skilled, low-paid workers on one end, very few in the middle where most wage and salary earners used to be and relatively few highly-skilled, highly-paid owners, managers, professional and technical workers at the other end of the curve. The disappearance of the large middle class bridging the gap between rich and poor could have a de-stabilizing affect on communities. Already in European cities well-paid owners, managers and professionals were repopulating city centres in secure enclaves confronting the legions of key punchers, sales clerks, waiters, secretaries, machine tenders, delivery drivers and so on who were part of the new service economy.

In conclusion, Mr. Goldrick noted that municipal governments would sustain much of the pressure resulting from all these dramatic changes. There could be a greatly expanding role for those municipal governments that move boldly and creatively into the relatively new policy areas of economic and labour market planning and programming.

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In the discussion which followed, M. Bolduc saw some perspectives which gave rise to optimism. Formerly, one person used to work to support a large family; now two persons generally work to support a small family. Despite the enormous influx of women into the labour force, we should remember not only that we face 10% unemployment, but that we are able to employ 90% of our potential work force. He doubted that the problems in the future were significantly more serious than in the past.

Ms. Garland reminded the audience that the human race was remarkably adaptable and resourceful. Despite the critical problems of youth unemployment, there were encouraging signs of people using imagination to create new wealth.

Alderman Andrew Martin of Grande Prairie thought that the importance of the service industry had been grossly under valued, in part because so much of it lay in the public sector. He urged less negative towards attitudes the service sector and pressure to reduce government discrimination against it.

Mr. Goldrick said that, no matter how much we boosted the service industry, the fact remained that it had the poor-jobs, with lower income and less requirement for intellect and skills. Multi-national corporations were now using the third world for the service side of their operations.

M. Bolduc said that service industries may appear to have the meaner jobs, but it was difficult to assess the importance

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of good human relations. For example, was a dentist as happy as a barber?

In reply to the question of Richard Gilbert of Toronto on whether cities would and should be differently governed, Ms. Garland said that they probably would be. In certain respects they should be to combat creeping centralization. She regretted present trends which made it steadily more difficult for aldermen to represent their constituents effectively.

Mr. Goldrick referred to experiments in tripartism; there was now a tendancy for business and government alone to operate corporately. He agreed that there should be more decentralization and more involvement of people in local government.

Mayor Marianne Wilkinson of Kanata thought that she technological resolution produced challenges for new ways to do things. She decried the general gloom and doom and saw the possibilities of having smaller communities with smaller problems because people could work outside big cities.

Other participants suggested that many jobs in the service industry might be low-paying but they were not low-skilled: for example, day care teachers. Was it not the answer to pay these essential skilled jobs more? Mr. Goldrick said it was a matter of political choice whether society valued more highly a child care worker or a used car salesman.

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DAY II (Tuesday, June 5, 1984)

1. PLENARY THEME SESSION

"A New Place for Local Government; The Prospects for Public Sector Partnerships"

Chairman: James Lorimer, publisher, writer on municipal affairs

Participants; Honourable Thomas J. McInnis, Minister of Municipal Affairs, Nova Scotia

Douglas Lauchlan, Executive Director, United Way, Calgary

Dr. Peter Oberlander, Director of Centre for Human Settlements, U.B.C.

In his opening comments, Mr. McInnis noted how useful it was for him as a Minister to keep in touch with the FCM. It helped him put Nova Scotian situations into a broader national context. This interest in the FCM reflected the provincial-municipal consultative process in Nova Scotia.

Mr. McInnis said that the consultative arrangements in his province were unique in Canada. Not only did all communities have municipal government with legislative responsibilities, but all sixty six municipal units were participating members of the Union of Nova Scotia Municipalities. The Union's philosophy of "consultation not confrontation" allowed today's fruitful relationship between the province and the municipality. After a breakdown in consultation in 1974, mechanisms had been established for continued and harmonious

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liaison. The government and the Union of Nova Scotia Municipalities had adopted 15 objectives to guide the development of changes in provincial-municipal relations and in municipal government.

The consultative process had been responsible for many positive changes in municipal legislation.

Although the cooperative process was time-consuming and deprived the government of the opportunity to make quick decisions, it had been well justified by greater understanding and absence of confrontation. In addition, the good relations established by the Department of Municipal Affairs had spread to other government departments in their dealings with municipalities.

Mr. McInnis described other elements of the consultation process. Ministers annually set aside a day to be on call to meet with the Union's Resolution Committee to discuss resolutions pertinent to their responsibilities. The Union prepared an annual submission to the Premier and Executive Council. Recently the Premier had struck a Provincial-Municipal Fact-Finding Committee under his chairmanship to review current issues.

Mr. McInnis felt that the experience of provincial-municipal cooperation in Nova Scotia might well be of interest elsewhere in Canada.

Mr. Lauchlan warned of the difficulties of generalizing about the place of local government because of not only different structures, but different scales. Nevertheless, it was generally true that the ability of municipalities to exercise leadership depended on a recognition that they effective access to a constituency they shared with other orders of government.

The municipality can and must give both valuable and visible service to its citizens in order to maintain support. Its programs must be not only theoretically desirable, but involve political commitment. Mr. Lauchlan cited two examples. In Calgary, excellent plans for Lincoln Park had been developed in the bureaucracy, but they floundered without political involvement. On the other hand, Winnipeg's core initiative was successful because the Mayor and Federal Minister, with the concurrence of the Province, had exercised strong political leadership in the development of a core area near the railway lands.

In Edmonton's dispute with Alberta on telephones, local political leaders had realized their leverage because of the dependence of provincial politicians on the same constituents the city served.

Mr. Lauchlan did not advocate confrontation, but urged municipal leaders to use their real political power derived from their direct access to the electorate.

Dr. Oberlander said that Canada's economy was recovering slowly and falteringly. National government was characterized by indecision, delays and rigidities while most provinces were retreating and retrenching. We had failed to learn from experience abroad and could expect full recovery only with the full partnership of local economies and their governments.

In nations, there was no logical connection between sovereignty and economics. It was the network of cities and the linkages between them that provided the means of exchange and future economic growth. Cities were the essential engine of economic production and distribution. Since national economies were simply a collection of local economies, it was time to focus on the local scene.

Dr. Oberlander called for a break with tradition by retreating from the assumption that the role and strength of cities was buried in the obscurity of provincial jurisdiction. Present reality was that cities were not wards of the provinces but the effective economic base for recovery.

Dr. Oberlander said that a government ought to represent man's ability to govern himself directly in response to his needs. Reacting to federal and provincial programs had not worked. Local government was short on governing and long on administering someone else's program with someone else's funds for someone else's goals. He listed three self-evident concepts:

1. Local government is non ideological; it deals with everyday reality.

2. Local government is pragmatic in searching for solutions to specific problems.

3. Local government has learned flexibility, improvisation and experimentation.

Partnership and participation in the process of governing pre-supposed a place at the table, with specific tasks and resources to match. It must be a partnership commensurate with the reality of economic strengths of the local community and its government.

Most cities represented the largest single employer in town and a substantial consumer. Especially with regional cooperation, this represented leverage in the market place for the public economy and the social good.

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Where there had been inter-governmental partnership, local government performed well. In Vancouver, Granville Island was an outstanding example. Toronto's Harbour Front and the harbours at Halifax and Montreal were also cited.

Creating a national system ought to become one of the major issues in forthcoming federal elections. The three major parties should be confronted with the necessity of reorganization of the Canadian constitutional system. We had to break with tradition to ensure that municipalities were both seen and heard. It was time for a place at the table to give municipalities a partnership commensurate with their economic strength and political reality.

The Chairman asked whether municipalities should be broadening their scope, for example through initiatives in job creation.

Mr. McInnis did not doubt that local government had a tremendous clout in the economy. The successful projects, however, were those which involved consultation from day one. There must be three voices around a table, not in individual consultations. Federal-municipal negotiations which by-passed the provinces could cause only hostility.

Mayor Marion Dewar of Ottawa welcomed provincial willingness to consult municipalities fully, but she wondered why municipal ministers gathered together refused to receive the FCM. She hoped that Mr. McInnis would seek to persuade his colleagues in other provinces of the value of consultation. Mayor Dewar went on to underline that elections were the time to generate debate on issues facing municipalities. This would be an

opportunity to make such matters provincial and federal issues. She asked the panel to be more specific in the kinds of structures which might be established for relations with other cities.

Dr. Oberlander agreed to the importance of continuing national debate, and noted the great progress which had recently been made in areas such as the status of women and native rights. As for mechanisms, he said that cities should identify those of comparable or complementary capacities to establish closer relations with them.

Mr. Santing of Windsor asked advice when a city was represented by three federal ministers but no provincial ministers. Mr. McInnis felt that in any such situation, the provincial government concerned would do well to involve local members, even though they were from an opposition party.

Mayor Hazel McCallion of Mississauga doubted that tri-level meetings had been helpful. In her experience they had tended to be forums for the federal government. She noted that the federal government had the money, the provinces the authority and local governments the problems. During the next federal election, all municipal leaders should press for an appropriate role for municipalities.

Alderman Ben Nobleman of York, with seconding by Alderman Jerry Kleisinger of Regina, proposed a resolution urging the federal government and the provinces to initiate a tri-level conference to involve municipalities more in the process of funding to municipal governments. The meeting recommended the resolution to the consideration of the Plenary Session dealing with resolutions.

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II. DELEGATES' LUNCHEON

Theme Address: Government of Canada

Chairman:	Dominique Grenier, Mayor of Shawinigan
Introduction:	Doreen Lawson, Alderman, Burnaby
Speaker:	Honourable Lloyd Axworthy, Minister of Transport

Noting the urgent need for change, Mr. Axworthy said the fundamental issue was how to gain economic growth. New strategies were needed to implement change, including new partnerships with the private sector and with other levels of government. He did not disagree with Jane Jacobs whose new book "Cities and the Wealth of Nations" rejected the central government as the dominant leader in organizing the economy. Canada was perhaps too preoccupied with national and international economic affairs, for economic health began in the community. We must develop new partnerships among governments.

As Employment Minister, Mr. Axworthy saw the value of partnerships in job creation. He was shocked at the disinvestment in infrastructure capital over the past few years. The Winnipeg Core Area Initiative had been a strikingly successful example of intergovernmental cooperation.

These partnerships were particularly important in transportation. The need for reform required changed attitudes: that is why amendment of the Crow Rate was so important. Local communities and municipalities should be full partners in the rail expansion program. The restructuring of the rail freight system had given us the ability to compete. Reform of the Crow Rate would ease frustrating bottlenecks. This mega project was a key to Canada's economic renewal by creating job and construction opportunities.

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Beyond the large capital improvements proposed by the railways, reform of the Crow was a catalyst for further investments in the economy. The Western Grain Transportation Act had offered a mechanism to bridge the gap between local and national concerns. There would be a forum for dialogue in which to hear the views of producers, shippers, railway representatives and others.

The Minister said that the concerns in municipalities played a large factor in efforts to develop a comprehensive branchline retention and rehabilitation program. He would turn to municipalities for ways in which branchlines could be retained or replaced. The federal government was also making a $1.5 billion investment in the modernization of Via Rail facilities and equipment.

Mr. Axworthy said that it was local initiatives which were responsible for reinstated services through such points as Melville and Jasper. He paid tribute to Mayors Harcourt and Decore who had convened an important meeting on rail service. Its representations, which were helpful and influential, were an example of valuable municipal initiative.

Mr. Axworthy turned next to the problem of transportation regulation. He had found that regulation often served to reduce innovation and to keep costs high. The Canadian airline industry could not compete with deregulated American airlines. Canadian trucking was over-regulated. The federal government was therefore breaking with tradition to shake off the shackles of protectionism, a move supported by provincial ministers of transportation. He was confident that the government's two-phased policy would support services to small and remote communities. He invited communities to work with interested air carriers to generate proposals for new or improved services needing short-term support to realize longterm prospects. The Minister asked all municipalities for

their cooperation and support in this report.

The Minister made reference to his many productive meetings with the FCM Executive and particularly with President Ted Brady. He hoped the dialogue would continue.

III THREE STUDY GROUPS (1-3)

Session 1

"The Future Public Role in Housing"

Chairman: Diane Holmes, Alderman, Ottawa

Participants: Tim Sale, Executive Director, Winnipeg Social Planning Council

John Sandusky, President of Canadian Home Builders' Association

Noreen Dunphy, Development Consultant, Co-operative Housing Federation of Toronto

Mr. Sale said that, although wartime housing legislation had worked reasonably well, the needs of the 1980's were substantially different. Even so, government policies had not caught up with them.

Demographic changes were creating different requirements and new challenges in relation to urban policies with respect to density of development and suburban expansion. There was little population growth in the older parts of municipalities. There were more single-person households and future population growth would be even slower. In addition, the number of aged was increasing rapidly. Thus there was a clear need for maintaining existing housing stock. Downtown areas were especially deserving of attention. There was a need for a national housing policy fully supported by CMHC.

Continued urban expansion would involve heavy and increasing costs and result in unjustifiable municipal expenses in relation to the provision of public services. There was a need for an urban shelter policy

predicated on maintaining and renovating older stock. New housing should be built only for new population and developers should be fully charged for the provision of services.

Mr. Sale concluded by noting that population dynamics and changes in living density were raising a whole new set of policy questions that had to be addressed by clear national initiatives.

Mr. Sandusky said that the rental housing market and rental subsidy programs were not working as well as one should expect. The consultative process was trying to determine whether agreement could be reached on positive changes to governmental programs. Between 1976 and 1983 federal and provincial rental housing subsidies rose from $365 million to $1.4 billion. By 1990, assuming current social housing programs continue at present levels, rental subsidy expenditures were forecast to increase to $2.1 billion annually. At current program levels annual subsidies for just the non-profit and cooperative housing programs were forecast to increase from $417 million now to $1.3 billion in 1990.

Despite these large expenditures the programs were not solving the problem. The volume of new rental housing required for the growing population was not being built. Apartment starts forecast total led only about 35,000 units this year and less next year, despite a requirement of between 50,000 and 60,000 units annually.

There was an enormous need for rental housing assistance not being served by current programs. There was virtually no unsubsidized new rental housing being built in Canada. The combination of high interest rates, rising costs and restrained rent increases had discouraged private investment. The poor economics of rental housing investment had not been obvious in the past because of the generous subsidy schemes. With the current reality of large deficits, governments were realizing that they could not afford to continue. While most provinces were doing little to soften the effect of rent controls, the private rental subsidy programs were being cut back. As a result, little new private rental construction could be expected in in the next few years.

CMHC estimated that over half a million renters needed help. While this represented 18% of all renters, Mr. Sandusky questioned whether even this large group of needy tenants should be used to justify subsidies to all tenants. He was not advocating cutbacks in current assistance. What was required was a complete review of all housing policies and programs. He expressed opposition to using public money to underwrite those financially able to look after themselves.

The Canadian Home Builders Association had avoided a fixed position on the solutions. He expected opposition to change from various groups in government, industry and elsewhere. To facilitate discussion, CHBA had commissioned studies to examine many aspects of rental housing.

Turning to cooperative housing, Mr. Sandusky did not oppose it in principle but he was against subsidization for those not needing help.

Mr. Sandusky looked to an improvement in the process of consultation between the public and private sectors at the municipal level. He thought that political and financial concerns of a few vested interests superceded the needs of citizens and the viability of the home building industry.

Mr. Sandusky looked to more innovative use of municipal resources, for example by developing unused public land and by converting unused buildings into public housing.

Mr. Sandusky looked to forward to continuing consultation with the FCM on rental housing and other national housing issues.

Ms. Dunphy said that housing was too basic a right to debate the necessity for government involvement. It should be acknowledged that people cannot make a profit unless others are paying for it. She observed that while some private developers were attacking cooperatives and non-profit housing, many members of CHBA supported current government programs.

The principal question centered on who were the entrepreneurs to be in the housing sector? Who was going to profit? Who was going to own?

There had been cutbacks of up to 65% in federal funding for non-profit housing programs. If this continued,

Canada would lose its non-profit delivery networks. It could not exist in the face of severe cuts. Fully 82% of all benefits in the co-op program went to people at, or below, the poverty line. Far less was being spent on subsidizing co-op housing than on private sector subsidies.

Ms. Dunphy emphasized that co-op housing was an investment in the future. It removed much needed housing from inflationary factors and represented an investment in perpetuity for moderate housing in the community.

In comparison, a shelter allowance program would cost very much more. It would not be protected from inflationary forces.

She asked for the support of delegates to press the federal government not to cut current programs but to return to past levels of financial commitment and to make them the subject of an independent, objective examination.

SESSION 2

"The Politics of Leisure and the Municipal Role in Culture and Recreation"

Chairman: Frank Faubert, Controller, Scarborough

Participants: Harry Chartrand, Research Director Canada Council

Marilyn Huband, member of the Canada Council

Jim Ernst, Deputy Mayor of Winnipeg

Alice Poyser, journalist, teacher and activist in voluntary organizations in Winnipeg

Mr. Chartrand, for convenience, divided the arts into fine arts (art for art's sake), commercial arts (for profit), amateur arts (for individual fulfillment). All three were relevant to local government.

Between 1970-71 and 1980-81, cultural spending by local governments, as a share of total recreation and culture budgets, decreased from 27% to 19%. At the same time, total federal spending increased from 50% to 58%, and provincial cultural spending dropped from 42% to 38%. The arts industry is now the eleventh largest manufacturing industry in Canada with a revenue of eight billion dollars. In terms of employment it was the fourth largest, and in terms of salaries and wages the sixth largest. The fine arts industry alone generated nearly four hundred million dollars per year in expenditures. The whole arts labour force had increased in ten years by 74% to become 273,000: as large as total federal government employment. Participation in fine arts activities was growing at the rate of over 2% per year which was significantly higher than the increase in attendance at sports events or T.V. viewing.

Mr. Chartrand reviewed the many advantages to the municipality of strong arts programs: generation of employment, tourism, urban revitalization, higher tax base, and attraction of new industries.

Mr. Chartrand concluded by wondering if local government had not made an error in decreasing its support to culture relative to sports when all statistics of education and citizen interest indicated that the average voter was more interested in cultural activities than in the sports which used to command attention a generation ago.

Mrs. Huband reviewed the activities of the Canada Council which now had an annual budget of about $76 million. Of this, 85% was allocated without any political intervention. She reviewed areas eligible for grants from the Council. She drew attention to the successful "networking" in Manitoba, involving the Canada Council, provincial and municipal representation.

In closing, Mrs. Huband endorsed the FCM's Task Force Report and recommendations on Culture and Heritage.

Controller Ernst reported that Winnipeg gave support of $2.5 million toward artistic endeavours each year. The success of the Royal Winnipeg Ballet had brought tangible returns to the City. In professional sports, the Winnipeg Jets generated substantial employment and other economic returns.

Alice Poyser suggested that spectator sports would become relatively less important with the increase of leisure time. Municipal governments should create the atmosphere to permit their citizens to accommodate their wish to "do their own thing" in culture and the arts. Successful municipal arts policies required much more cooperation amongst all local government departments than was now usually found.

SESSION 3

«Indian Self-Government and the Municipality»

Chairman: Ralph Klein, Mayor of Calgary

Participants: Keith Penner, M.P. Chairman of Special Parliamentary Committee on Indian Affairs

Honourable Milton Pahl, Minister of Native Affairs, Alberta

Delia Opekokew, legal advisor to the Federation of Saskatchewan Indian Nations

Walter Rudnicki, Director, Program Planning & Policy Co-ordination Branch, Department of Indian & Northern Affairs

Mr. Penner commented that he welcomed the FCM interest in Indian Self-Government; it was both important and timely.

The Special Parliamentary Report on Indian Self-Government was not about an Indian problem; it concerned relations between Indians and the federal government. The situation in which Indians found themselves, owing to the failure of relations over more than a century, was a "national disgrace". Governments had sincerely tried to improve the situation of Indians but had failed. Indians therefore logically urged that the government withdraw and let the Indians manage their own affairs. According to a poll sponsored by the Assembly of First Nations, 57% of Canadians agreed.

Since the 1960's,there had been a process of devolution in which funds and responsibilities were transferred to bands. This was not, however, Indian Self-Government; it was making bands the administrative arm of government. Describing the Indian Act as "one of the most discriminatory in the western world" he said that the Minister, the department and the Act must go.

In the framework legislation promised by the federal government there would undoubtedly be conflicts with municipalities but they could be handled by negotiation, government to government. Municipalities could benefit from cooperative endeavours with Indian governments. They could also help the process by advice to the new Indian groups.

Mr. Pahl said that Alberta supported the rights of Indians and their desire for control over their own lives and destiny. While there should be increased levels of authority to bands, the Alberta government did not support a third order of government. Indian needs could probably be accommodated within the present constitution.

While treaty rights were a federal responsibility, Mr. Pahl urged that provinces and municipalities be involved in discussion of any changes, for they would be directly affected.

The Alberta government was ready to offer Indian bands the same responsibilities as municipalities, such as in the administration of welfare programs. He described the growing local responsibilities in eight Metis settlements under provincial jurisdiction; they were now becoming increasingly like municipal governments.

In conclusion Mr. Pahl said that Alberta would certainly engage in change, but look to Indian Self-Government within an existing constitutional framework.

Ms. Opekokew noted that the 1982 Constitution recognized treaty rights, but the wording was imprecise and open to

conflicting interpretation. It was important to confirm not only possessory rights, but self-government.

As she saw the evolution of Indian self-government based on the Penner Report, bands would be given power and contractual authority for major economic developments and possibly for law enforcement. Far too much unproductive time was now being spent on administration and on accounting required by the Department of Indian Affairs. New educational directions could affect municipalities also by changing arrangements to give the bands more power over curriculum. All these changes would be gradual, but they would result in the improvement of the quality of life in the communities as people became more responsible.

Mr. Rudnicki said that the Indians did a good job of self-government before the white man arrived. The proper inter-governmental relations which they enjoyed with the British Crown were destroyed by the Indian Act which recognized collectivity but took away individual rights until Indians were deemed to be acceptable members of white society. Naturally, therefore, the Indians wanted to go back to the earlier inter-governmental relationships.

In 1969, a federal white paper was based on termination and, by implication, on assimilation. The Indians having refused it, there was now no option but self-government.

Although the federal government now spent about $1.2 billion a year for Indian administration, it was locked into programs which reinforced dependence and did not solve economic or social

problems.

Indians were insistent on constitutional change because any Act of Parliament could be altered by succeeding lawmakers. Mr. Rudnicki did not agree with Mr. Pahl that the goals of the Indians could be achieved through the existing system.

There were now many make-shift arrangements of doubtful legality between bands and Indians, some of which had proved of great benefit to both sides. There was an urgent need for regularization of the relationships and for mutual accommodation with joint participation on such bodies as planning boards. Municipalities and bands must work together and they could do so more effectively if Indians had clear cut powers and responsibilities.

Responding to the Chairman's question about the distinction between self-government and a third level of government, Mr. Pahl said that the issue was the form of self-government. There should be devolution from the federal government but not the entrenchment of a third order of government. The provinces had been particularly reluctant to embrace this idea because they found little indication of the meaning of the third order of government which they were asked to approve in principle.

Mr. Penner preferred not to refer to a "third level" of government but to a "distinct" government. There was no question of sovereignty as in the pattern of European nations, and no question of provinces or municipalities. The door would be open to many diverse forms of government according to regional needs. He spoke warmly of the Assembly of First Nations as a well run parliament representing Indians. The degree of

Indian jurisdiction would vary from place to place, subject to negotiation and always gradual.

Ms. Opekokew said that existing Canadian institutions did not necessarily fit Indian needs, but both Indians and non-Indians could learn from one another.

Mr. Rodney Thomson of Prince Albert spoke of the recent transfer of 41.6 acres of land in a residential area of Prince Albert to the Peter Ballantyne Band. He described this as "thinly disguised Ottawa imperialism". He asked what would happen if this process were to be repeated across Canada. In particular he was critical of the lack of a servicing agreement at the time of transfer.

Mr. Penner said that when a claim was made it was a matter of legal decision. The transfer of lands was therefore not necessarily associated with a servicing agreement. If there were self-government, however, Mr. Penner saw that agreement would be eased.

A delegate, expressing opposition to self-government, said that the present proposals would divide Canada forever.

Ms. Opekokew did not agree. She said that it was not a question of division or separation. Indians wanted to preserve their cultural values and to have their political institutions accepted. They were in favour of sharing. They had long shared their lands with others and now they asked other Canadians to share with them.

Alderman Fred Tunbridge of Chilliwack said that there were eight bands in his community with three levels of government in operation. To have eight more governments in the town would be incomprehensible.

Mr. Penner thought that much of the present problem was the top-heavy bureaucracy dealing with Indian affairs. If one eliminated the intrusion of federal officials, agreements would be much easier to reach and to maintain.

IV. THREE STUDY GROUPS (4-6)

Session 4

"The Future of the Municipal Workplace"

Chairman: Bill Fomich, Alderman, Surrey

Participants: Gary Doer, President, Manitoba Government Employees Association

Jane Dobell, Trustee and former chairman, Ottawa Board of Education

Jane Dobell began by asking if there would be enough work for those willing and able to take it. If not, there would be social and political upheaval. If so, employment practices would have to change. Municipalities could influence them, both as employers and as an influence on other institutions.

New technology would produce increased wealth but not enough jobs. It would be held back both by limits on money and by public attitudes of resistance to change. Technology had costs that could not be borne by the individual. If society accepted the right to work, it had to accept resonsibility for the costs of creating it.

Both paid and unpaid work required careful consideration. Municipalities could influence attitudes towards volunteer labour.

Municipalities could serve as role models in employment practices for the smaller enterprises which created 75% of new jobs which could not afford to experiment. Municipalities also had a responsibility to see how technology could be introduced to increase leisure without increasing idleness.

Mrs. Dobell made six suggestions for municipal leadership.

1. Provide freedom for individual work patterns.
2. Provide links between work and leisure through flex time, etc., to give freedom to workers to increase their skills, to plan for second careers, to become volunteers.
3. Provide career training.
4. Remove barriers to part-time learning.
5. Review educational leave policies with or without pay: for example, flex time or paid educational leave.
6. Look at job sharing to reduce unemployment, to share leisure time and to enhance employee satisfaction. The municipality then must solve such problems as pensions and holidays, the right to return to full time and access to promotions.

Mrs. Dobell concluded by noting that part-time did not appeal to everyone. It was good for entry or exit from the work force and for women at certain stages of life. Part-time workers were, however, sometimes treated as second class citizens.

Mr. Doer said that unions were assessing their ability to survive in the 1980's. In the stock-taking, efforts were being made to provide for more creative leadership. The 1980's were seeing more emphasis on job security and related issues, as well as greater awareness of health and safety. Workers wanted some of the benefits of the new productivity from technology passed on to them. They could not ignore cost effectiveness and had to deal with the cost side of change.

Mr. Doer saw the size and scope of the public sector growing, with public demand for health, environmental and recreational services. He thought that unions could help implement the new technology. Retraining needs were not insurmountable as people were not as resistant to change as is often thought.

He suggested that job sharing plans should be negotiated. They should not be ad hoc but benefit from a planned approach.

He suggested innovative approaches to flex time such as deferring salary for future leave (for example, 15% less pay for every 7th year off).

He suggested more sophisticated maternity leave provisions and that volunteer labour should be used to supplement, not to displace, regular staff.

In conclusion, Mr. Doer said that employees wanted to improve productivity but they also wanted a say in the way it

Mrs. Dobell referred to the strain of increased production: who would share productivity? Could it be shared with other workers through increased time off? The use of more volunteers might be a better substitute for increased recreation workers.

Amongst other discussion points raised were:

- instead of overtime, creating more work for the unemployed
- need for ratical change in industrial relations
- review of the number of bargaining units
- management involvement in negotiations when their salaries and benefits were linked to their contracts.

SESSION 5

"Race Relations in the Community"

Chairman and Participants: Chimbo Poe Mutuma and colleagues, Committee on Community, Race and Ethnic Relations, North York

The Chairman said that the Committee was making available publications to all FCM delegates. He then presented a videotape on race relations.

North York had seen a rapid growth in the 60's and 70's with an influx of various races and ethnic groups. In 1979 the Mayor had agreed to form a Committee on Community Race and Ethnic Relations. Various bodies were represented on it. One aim was to eradicate racism in the community and to ensure equal access and equal opportunity to everyone in the community.

Most of the many organizations brought together were educational. It was the first time they had worked in concert. They helped the Board of Education to prepare a document on race relations policy which had become a model for other Boards. The Committee also established an Agency Resource Group.

During the discussion, a delegate from Burnaby said that their problem was parents who were not accepting other cultures as well as their children were.

The Committee explained that in North York there was a person who operated an outreach program to be a link between schools and homes. They had developed communications lines that people knew and trusted.

A delegate asked what the role of elected representatives should be in this type of program and what the sources of funding were.

The Committee explained that North York had two members of Council and the Mayor on the Committee. The political people were important in securing funding and supporting legislative changes. The budget was between $50,000 and $65,000 for salaries and office equipment. Special projects often received some funding from the Ministry of Citizenship and Culture. Parks and Recreation had been helpful in supplying space and equipment. Other organizations had also assisted.

Alderman Rolf Hasenack of Ottawa, seconded by Alderman Betty Sutherland of North York, presented a resolution asking the FCM to foster the establishment of race relations committees across the country with a national clearing house in its headquarters.

The Committee cordially supported the sense of the resolution and emphasized that the Committee should comprise decision-making members. A community should not await specific problems but initiate the means to deal with multi-cultural societies.

The Committee suggested that most people did not realize the existence of a problem because people had learned to cope with the system. One had to be sensitive to the position of those transplanted into a foreign country without knowing the culture or perhaps even the language. The work of the Committees was not easy but it could be rewarding and fulfilling.

Session 6

"Economic Development: New Municipal Roles"

Chairman: Jean-Paul Pelletier, Mayor of Sherbrooke

Participants: Don Allen, Regional Data Corporation, Ottawa

Hal Fredericks, President, Industrial Developers Association of Canada

Using slides, Mr. Allen reviewed the births, deaths growth and shrinkage of Canadian industrial plants between 1971 and 1980.

With 32,000 plants in 1971, about 13,000 had disappeared and about 17,000 new ones had started by 1980. For every 10 manufacturing plants operating in 1971, 4 were inactive by 1980 and 5 started up between 1973 and 1980.

For every 16 Canadian manufacturing jobs in 1971, 3 were lost through the disappearance of old plants, 2 were added by the growth of old plants which survived and 3 were created by new entrant plants. The overwhelming majority of net job creation came from new and small establishments.

Mr. Allen than reviewed the implications for municipal governments. First, the existing economic base could not be taken for granted. If there was a 40% turnover in plants during that relatively stable decade, how much more would occur in the 1980's. Secondly, much new job creation was simply replacement. "you must run like hell to stay even".

There were also positive factors. A municipality hurting today had the potential for economic renewal if it could attract some of the action amongst the tens of thousands of businesses starting each year. There were many incentive programs, tax breaks, seminar programs to facilitate business start-ups. Municipalities could harness these programs and the ideas of local residents to help identify business opportunities. Clearly, small business was the engine of growth and manufacturing, as well as the service sector. This was encouraging for smaller communities since any size community could aspire to land or encourage the little guy.

Mr. Allen concluded by listing types of municipal roles:

1. sensitize the public to the potential to attract new enterprises and strengthen the existing economic base; encourage grass-roots ideas; spark community-based economic development; promote an up-beat attitude;
2. be the catalyst to organize and support local economic development bodies;
3. provide active support for committees launched by the private sector or other governments;
4. encourage the business community to use incentive programs;
5. provide capital budget for industrial infrastructure and operating budget for studies in aid of development;
6. show leadership to identify programs of senior governments which could be tapped to provide assistance

needed for economic development;

7. cooperate with other municipalities in policy program design, program implementation and resource allocation;

8. joint funding and participation in projects to build information bases and techniques to assist industry;

9. pooling and exchanging of expertise with other communities to promote economic development strategies.

Mr. Fredericks said that there were many common myths about ourselves: that Canadians were not entrepreneurs; the costsof labour were too high; the banks did not take enough risks; that there was something wrong with the education system. He suggested that the main source of our problems was the inability to organize economic and political resources for the benefit of our own development. Instead, centres of economic and industrial power had remained in Britain and the United States with Canada's development subordinate to wider forces.

Mr. Fredericks then turned to the present and future role of municipalities. There were now more than 1,000 municipal economic or industrial development organizations. Many municipalities had invested in industrial land development. The average per capita operating cost for staff and marketing in 1983 was about $3.00 per capita. Most municipalities produced indepth economic profiles of their areas as a major component of their strategy in marketing initiative.

There remained a great need to understand the new requirements of existing industry and small business to meet future challenges.

The Industrial Developers Association of Canada believed that municipalities could exchange more information and learn more from each other. Canada had been slow to learn that an industrial strategy based on supplying the need to the single geographic market made low economic sense. We had to manufacture for world markets to realize cost efficiencies.

We should look at the positive side of our situation. We had a healthy energy situation, a solid financial infrastructure, a rich natural resource base, modern management skills, an educated and ambitious work-force and an impressive record of success in some technological fields. What had been missing was an international perspective.

IDAC was anxious to serve the FCM and its members. It had developed a Canadian professional certification program based on high standards of education and experience. It had produced a brochure entitled "Do you have a professional on your team?". A special letter would be mailed with the brochure to all municipalities with a population over 5,000. A series of press releases was being sent to selected professional development magazines and business publications.

This year IDAC would begin the first resource centre in Canada for professional development information and economic development programs and management systems.

In September it would be holding an annual professional development conference in Vancouver on the theme of export trade development. In 1985 there would be advanced professional developments seminars across Canada.

"Where," Mr. Fredericks asked, "is leadership more necessary than from the 'front lines trenches' of economic development across Canada?"

Mayor Pelletier reviewed the success recently obtained by Sherbrooke in industrial development.

The old forms of industrial commission had been swept away to be replaced by a body which involves community leaders. There were five successful company Presidents on the Board. He had advertising program costing $250,000 a year. In addition media contributed publicity worth $400,000.

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FEDERATION OF CANADIAN MUNICIPALITIES

PROCEEDINGS OF THE 47TH ANNUAL CONFERENCE
WINNIPEG, MANITOBA
JUNE 3-7, 1984

DAY 3 (Wednesday, June 6, 1984)

I. DELEGATES' BREAKFAST

The Federal New Democratic Opposition

Introduction: Michael Harcourt, Mayor of Vancouver

Speaker: Honourable Ed Broadbent, Leader of the Federal New Democratic Party

Mr. Broadbent congratulated the FCM on its emergence as a strong national voice not only on matters of local concern but on national questions. He considered the long-standing demand for municipal input into federal planning to be in the national interest. He quoted Jane Jacobs' recent book: Cities and the Wealth of Nations, "...countries whose cities stagnate, don't develop and flourish. They stagnate".

Mr. Broadbent said that the Liberal and Progressive Conservative Parties, dominated by banks and big business, would continue to fail to provide necessary jobs for Canadians. Government policies had failed because corporations were not held accountable. They also failed to recognize the fundamental role of municipalities in the economy of the nation. The 4,000 municipal governments in Canada were in a better position than Ottawa or a provincial capital to identify local needs and create local employment opportunities. While both provincial and federal coordinating and funding were essential, job creation programs needed local initiative and local administrative control.

There had been many cases when communities, workers, or small businesses had taken over abandoned enterprises and made them profitable. There were even more cases of lost opportunities in jobs because the information and financial assistance were not available to take advantage of local opportunities.

The NDP had long advocated a greater role for municipalities in determining a national economic strategy. It joined local governments in fighting for the reinstatement of the Community Contribution Services Program cut in 1980 after one year.

The NDP continued to press for a Municipal Works Program to commit $400 million to local governments for infrastructure. Municipalities were hampered in their efforts to promote economic growth through federal failure to see their role and by an inadequate revenue base. The City of Ottawa had shown the kind of role that municipalities could play by its Economic Development Strategy focusing on tourism.

Mr. Broadbent urged that the municipal revenue base be put in line with responsibilities and economic potential. Local governments needed transfer payments such as the Municipal Works Program and continuing access to more revenues.

He concluded by suggesting it was time that Canadian communities gained greater control over their social, cultural and economic lives, to the simultaneous local and national benefit.

II. DELEGATES' LUNCHEON

The Government of Manitoba

Introduction: Ted Brady, Mayor of Carlyle, President of FCM

Speaker: The Honourable Howard Pawley, Premier of Manitoba

Premier Pawley said that his experience in the portfolio of Municipal Affairs had given him a special respect for municipal people. Municipalities were committed to improving the economic and social fabric and to enhancing the human conditions. He regretted that thousands had needlessly been unemployed during the recent recession because of foolish monetary policies and cutbacks in transfer payments. There had been no national sense of direction or destination.

In these circumstances, Manitoba had devised an economic strategy whose first stage was to ensure that human talent, energy and skills would not be wasted. In cooperation with business, labour and municipalities successful efforts had been made to put the employed back to productive work. In ten of the eleven leading economic indicators, Manitoba now stood high. It was not because of a single government but teamwork.

Premier Pawley saw three principle pillars of direction. The first was a sense of community. He suggested that the cooperative process be developed to have regular meetings of provincial ministers of finance with the federal government before its budgets were announced. In this process the role of communities should not be ignored.

The second pillar was an assessment of strengths and weaknesses. Manitoba was in an enviable position. It had resource industries, manufacturing, transportation and technology. Technology should give rise to hopes and not fears for it had the capacity to improve the quality of life. The Premier felt that Manitoba was on the edge of a greater future for all levels of society.

The third pillar was intelligent planning. This involved sharing with the federal government. Manitoba was using its great energy potential to develop major new resources, and this required partnership.

In building an economic base it was necessary to identify strengths and exploit them. During the process the social system must not be eroded but improved.

In conclusion, Premier Pawley said it was necessary to work cooperatively in totality. We were now planting seeds which would be enjoyed by later generations. We all had to work today for the vision of a better tomorrow for all Canadians.

III. THREE STUDY GROUPS (7-9)

SESSION 7

The Municipal Role in Health and Human Services

Chairman: Andy Wells, Councillor, St. John's

Participants: Terrance Hunsley, Executive Director, Canadian Council on Social Development

Dr. Robert Murray, former Dean of Medicine, University of Saskatchewan

Mr. Hunsley reviewed the role of the Canadian Council on Social Development. He was of the opinion that, despite some flaws, health and social programs had made major contributions to our lifestyle and environment. A tradition which he would like to break was the habit of attributing the recessionary parts of our economic cycles, or deficit spending, to social costs. There was no causal relationship between social spending and deficits. Health and human services were not a drain on the economy but played an active and positive role. Human services provided opportunities for employment growth. He noted that health and human services were more and more an information-based industry.

Despite local differences, all municipalities shared the experience of reality. Statistics tended to smooth out perceptions of change and hide the degree of need, but municipalities felt the impact of change, whether or not it fitted into their jurisdictional mandate. Changing roles of women,

changing family structures, aging and declining numbers of children had an immediate and visible effect on local needs for housing, schools, health and human services. Similarily, changes in policy in other governments were felt at the local level. On the other hand, municipalities were responsible for much of the social successes in Canada, including improving lifestyle. Municipalities had a particular potential to adopt a wholistic viewpoint by looking at the health, social and economic problems of the individual together. Many local institutions were involved in the several aspects of physical and mental health but, no one was necessarily planning and coordinating the way things came together.

Provincial governments were caught in the vise of their own budgeting process and past commitments. The federal government was constrained by mounting deficits and non-discretionary fiscal transfers. when discretionary spending was possible, it was "issue-oriented". Locally there was rarely an effective planning capacity.

Consequently there was a strong and clear need for municipal governments, in partnership with voluntary sector planning organizations, to be active in planning the quality of life in the community. Planning, research and development of health and human services (not medical research) was drastically

under-funded and could be a strategic municipal investment. With better planning we might achieve:

- more information on advances elsewhere
- better information and more use of legislation and resources of other governments
- a shift from ineffective and sometimes inhumane over-use of institutions
- development of community-based services to serve individuals and their families
- more effective services to people in their homes
- development and promotion of low cost services

Pressure on doctors could be eased and costs lowered by having nurses carry on many services within the community through an expanded public health system.

There should be a shift of emphasis from life prolongment to life improvement.

In connection with a shift from the curative to the preventive, Mr. Hunsley did not see any marked expansion of community health services in the past decade. There were some lifestyle changes -- positive in relation to smoking and exercise, negative in relation to alcohol. There was increasing violence. Society's values were constantly changing.

Health costs would increase. To improve quality of life, some ingredients were essential:

- political will in the municipality
- a strong voluntary sector

- a strong consumer role to ensure that services are appropriate
- a positive public image for health and human services
- better public information on the cost of services that are used
- full use of existing resources to serve emerging needs, for example schools, seniors' centres and child care facilities to serve other interests
- assistance to self-help and mutual help societies which complement and extend structured services.

In conclusion, Mr. Hunsley mentioned plans for a conference in Ottawa in June 1985, cooperatively sponsored by the CCSD and the FCM, on health services. He invited all participants to be there.

Dr. Murray noted that life expectancy was increasing and that by the end of the century we would reach our anticipated biological life span, without disease, of about 85 years. The proportion of life spent in poor health would increase. Research had shown that life expectancy could be significantly extended by behavioural modification much more than by medical care. It was estimated that only 15% of interventions by physicians gave evidence of doing more good than harm to life expectancy, though they undoubtedly improved the quality of life. Nutrition, water quality, smaller families, immunization and drugs were other factors in life expectancy. The

leading reason that people did not reach the age of 65 was accidents. Cancer was the second cause, although it was estimated that even with a cure for cancer, life expectancy would increase only by 3 years. Heart disease and cerebral vascular diseases were the next most important causes of morbidity.

In Saskatchewan, 85% of citizens consulted a surgeon at least once a year. Dr. Murray said that there was no evidence that open-ended health care encouraged frivolous use. Deterrent fees did not work. One extensive study had indicated that 80% of visits to a surgeon were for non-serious, self-limiting conditions: that is, for medical problems which would normally cure themselves. Thus in Saskatchewan it could be deduced that $49 million was being spent annually for non-serious, self-limiting conditions.

Dr. Murray regretted the tendancy of governments and the medical profession to punish financially those who used medical services; it would seem more logical to give premiums to those who did not require medical help. It was evidently necessary to re-educate people to encourage them to use other health facilities. Public health units gave excellent care, for example, well-baby clinics. It was unfortunate that community health clinics had a political connotation. Communities could expand such services and by public education have them used more effectively.

Dr. Murray saw behaviour modification as the key to future health. He particularly commended group activities such as exercise, weight control and pre-natal courses in all of which municipalities had a real role. It would make sense for provinces to support the staffs of local clinics engaging in public health activities.

In conclusion, Dr. Murray said that we had come a long way in ten years, but we still had a long way to go in achieving better health.

During the course of discussion from the floor, it was pointed out that there was a tendancy for professionals to cling to their areas. Dr. Murray said that there had been extraordinary changes and quoted by example intensive-care units where nurses where now carrying very heavy responsibilities. Dr. Murray hoped for some change in balance between the present excessive number of doctors and the shortage of public health practioners.

A delegate was concerned about the legal implications of giving advice, for example, to senior citizens: might they later sue the city if they claimed negligence or improper guidance?

Dr. Murray said that medical suits were an increasing problem driving up health costs. Perhaps the answer was new laws for the protection of those giving health advice. In any event, institutions were now carrying

certain legal liabilities and it might be inevitable that they carry more as health care was extended.

A delegate said that communities could now do many things to contribute to public health but boards of health tended to be over cautious. It seemed urgent to stop thinking individually, and to think globally.

Dr. Murray drew attention to the problems of rising hospital costs. No one was prepared to make decisions on rationing of services. Political pressures to reduce hospital stays were self-defeating, for the largest costs were in the earlier part of patient stays.

Mr. Hunsley urged that terms like "social services" and "community health clinics" be de-politicised through public education. It was necessary to have political will to forge partnerships among community groups.

In connection with an observation about medical services used by Indians, Mr. Hunsley noted the close interlinkage between poverty, unemployment and health. Four million people had used unemployment insurance last year; in Prince Edward Island 56% of tax filers had claimed unemployment insurance. It would be interesting to see the correlation between these indicators of unemployment and low income with health standards.

SESSION 8

Management Opportunities in Smaller Communities

Chairman: George Ferguson, Mayor of Abbotsford

Participants: Gerald Forrest, Deputy Minister of Minister of Municipal Affairs, Manitoba

George Cuff, Mayor of Spruce Grove, Management Consultant

Don Smeltzer, Executive Director, Maritime Municipal Training and Development Board, Halifax

Opening the session, the Chairman referred to the concern over the movement of people from small and rural communities to larger centres. He emphasized the importance of smaller municipalities politically, socially, economically and culturally. Pointing to the need for self-initiative, financial commitments and partnership with other orders of government, he said that municipalities were the movers and shakers in the country's governmental system.

Mr. Forrest observed that municipalities had matured considerably. Their areas of responsibility were now much broader. Municipalities were more responsive to citizens as they faced the challenge of producing better services.

During this time of restraint, however, municipal emphasis must be on doing more with less. Increased productivity, based on greater efficiency and effectiveness was now the governing principle for municipal operations. Traditional concern for raising revenues has been supplanted by the imperative of

making more prudent use of financial resources.

He commended FCM initiatives: the study on management and planning capabilities in smaller municipalities; innovations in municipal economy. In addition, ICURR had a substantial store of knowledge and information.

Municipalities must search for new ways to do things. Elected and appointed officials must keep open minds to new ideas and techniques, learning from private enterprise and borrowing from others.

The Department of Municipal Affairs in Manitoba had taken many initiatives to support and help municipalities in education, technical development and land use planning. Their approach was to reinforce self-help rather than undertake a municipality's job. Amongst their activities were an election booklet; familiarization seminars; joint municipal seminars; four-year certificate programs; full-time education co-ordinator; policy and procedures manual; computerization of municipal affairs; district planning; fostering of intermunicipal co-operation and trust.

Mr. Smeltzer advocated the opportunity for elected and appointed officials to switch roles, to foster better understanding and team work.

The first challenge facing municipalities was to reduce conflict and misunderstanding between elected and appointed officials. The second was to encourage the sharing of resources to achieve excellence. He described the mandate and operation of the Maritime Municipal Training and Development Board in Halifax. It was a unique organization which was an agency of the three maritime premiers. He thought that the spirit of

self-help was the way to address the administrative and management inadequacies in smaller communities.

The Board was not a delivery instrument but it tried to organize and co-ordinate existing services to develop existing capacities. The Board had promoted the Chief Administrative Officer concept. It produced a code of ethics. It promoted education programs through public administration at Dalhousie University. It provided a clearing house for information. It developed an awards program. It produced a variety of handbooks. It conducted seminars. It produced a Personnel and Procedures Manual and a Cash Management Handbook. It was involved in training and development, personnel management systems etc.

The entire operation was client-centered. It gave priority to practical approaches, avoiding duplication of effort while nurturing a self-help approach within municipalities.

Mayor Cuff thought to demystify the stereotype of the private consultant. He cautioned that municipalities were unwise to approach their management development challenges by relying solely on outside consultants. A blended approach of in-house, private and other government services often produced positive results. He encouraged delegates to examine Ontario's Municipal Action '85 program.

Mayor Cuff conveyed three messages to municipalities. One did not offer courses to employees as a "perk". They must be needed for the health of the organization, clearly defined and understood. Services should not be on an ad hoc basis. Training should be planned with needs analysed and a good system of management appraisal.

He identified nine factors in employing consultants:

- define problem
- can the project be handled in house?
- compile a list of appropriate resources
- define terms of reference
- request written letters of understanding and on content of proposal. This should deal with objective approach, cost, staff, reference etc.
- check references
- enter contract
- evaluate the final product.

The basic principle was to consider a blended approach to development and training and to introduce and maintain a performance appraisal system.

SESSION 9

The Impact of the Charter of Rights on Municipal Government

Chairman: Audrey Moore, Mayor of Castlegar, President, Union of British Columbia Municipalities

Participant: Ted Pearce, Solicitor, Union of British Columbia Municipalities

Mr. Pearce said that the Charter had affected municipal government. The UBCM had sponsored a seminar on the subject, whose papers were available at cost to any FCM members. He then cited briefly a number of cases of particular interest.

In Ontario, the courts said that police could not shut down bawdy houses. It might be necessary to give them business permits.

Before the Charter the paramouncy of law was accepted, subject to the interpretation of which element of government exercised jurisdiction. The courts did not have power to set aside on a question of "reasonability". Now the courts could decide whether a law was reasonable and therefore constitional.

In British Columbia a by-law had prohibited the sale of videotaped erotica. The courts had permitted the sale because of reasonableness.

In cases involving environmental aesthetics test cases from the United States were of special interest. The restrictions placed by by-laws on persons who wished to build anything must have carefully written prescriptions which were reasonable and demonstrably justifiable.

In the case of Indio versus Ario a businessman had painted a wall instead of using signs which were prohibited by by-law. The City said that the wall had violated the sign by-law but the owner claimed freedom of expression. The owner won. It was incumbent upon the municipality not only to demonstrate the reasonableness of its by-laws but to show that aesthetics did not stifle artistic expression.

Before the Charter, enforcement of by-laws were subject to scrutiny only in respect of their powers. Now they had to be justified by reasonableness.

Prior to the Neilson case, a municipality did not have to enforce its own by-laws. Now the municipality could be held liable if it failed to do so. Canadian courts would no doubt be influenced by a century of decisions from the United States on the rights of the individual. While U.S. courts had exempted municipal officials from suit, this was not the case here. He urged municipalities to examine their activities to ensure that they were covered in connection with suits for constitutional torts. If a municipality had thoroughly collected information on what had happened elsewhere the courts might well say that it had proved itself reasonable in its lawmaking.

The restriction of freedom of speech and expression could be important in cases of the sale of erotica, videotapes, etc. The problem was how to control these expressions. Reasonable restrictions might be accepted by the courts. Age limits on entry to arcades would probably be subject to judicial scrutiny.

The Charter would probably not create significant change in the granting of business licenses if proper procedures as already established were followed.

Section 15 of the Charter, to become effective April 1st, 1985, on the equality of rights could be controversial and cause problems for municipalities. Some consideration was needed respecting the equality of women and ethnic groups. Here Canadian courts would probably be influenced by U.S. precedents. The assumption of validity of a by-law would carry little weight if it were held to intrude on the rights guaranteed by the Charter. For example, B.C. development charges might be upset if the municipality could not show they were reasonable and based on law. Development permits could be held unconstitutional as municipalities were imposing different terms on different peoples. By-laws would have to be based on standard approaches so that all applicants were treated exactly the same. In British Columbia a planning officer had wide discretion based on the public interest. Public interest would have to be documented with good reasons. Land use permits might be unconstitutional under this section of the Charter. Discretion in subdivisions might encounter problems under the section about equality of rights.

There could be problems with non-residential parking. Possibly cultural grants would have to be made equally across the board.

Equal protection should have a substantial impact. Grounds for challenge would be available and increased litigation would result. Among the problem areas would probably be the unreasonableness of by-laws on classifications on: fundamental freedom; discrimination of

assessments; conditional uses; spot zoning; selective enforcement of by-laws; affirmative action; unequal treatment of schools; and discrimination based on by-laws or statutes.

In the course of discussion, a question was asked about by-laws restricting political expression which had been struck down. Mr. Pearce said that the Charter would not change that situation. One must have good legal reason to prohibit them.

In response to a question, Mr. Pearce said that the rights of protection given to an M.L.A. and an M.P. would not change nor would the position of a councillor who had no such rights.

A delegate asked if one supplied or subsidized an arena, under equal rights-benefits, would the city have to provide a stadium Mr. Pearce said this was unlikely as long as the rules were reasonable.

A delegate asked if Design Review Committees would run into problems. Mr. Pearce said that municipalities might face difficulties in turning down developments on the basis of aesthetics. They would probably violate the equality of rights and freedom of expression. If guidelines could be set out reasonably carefully, they could work; but the courts would probably set aside a discretionary ruling. This was a very difficult area.

A delegate asked if a municipal by-law were passed under provincial legislation, and were then struck down, would the provincial legislation also be invalidated? Mr. Pearce said that it would be

invalidated only if the enabling legislation exceeded the provisions of the charter.

A delegate asked about the liabilities of a municipality. Mr. Pearce said that unless councillors acted in bad faith the municipal corporation would be liable for errors and admissions; the individuals would not be, based on American precedents. In Canada, however, officials and servants could be held liable.

A delegate asked about the discretionary use of zoning as a basis of liability against the municipality. Mr. Pearce said that such zoning probably could be struck down without guidelines.

IV. PLENARY THEME SESSION

"A New Place for Local Government: The Prospects for Non-Governmental Sector Partnerships"

Chairman: Alan Artibise, Director, Institute for Urban Studies, University of Winnipeg

Participants: Peter Vivian, Senior Associate, Business Council on National Issues

Robert McNulty, President, Partners for Livable Places, Washington

Paul Moist, President, Winnipeg District Labour Council, CUPE

The Chairman opened the session by citing examples of cooperation between universities and the corporate sector which could be a model for municipalities.

Mr. McNulty said that in the American experience, private/public partnerships did not arise from good will but as a response to restraint, economic, energy, land.

American municipalities had competed more aggressively for jobs. They had developed the capacity for bargaining social benefits for development advantages. They stressed entrepreneurial ventures. They sought voluntary contributions for capital works, especially for amenities. Neighbourhoods had developed private corporations which set land plans. There was a delegation of authority to these and other organizations to arbitrate and negotiate independent proposals. Local business was sponsoring public works with joint marketing and promotion. Community foundations not

only received bequests but actively solicited funds and package projects to which funds could be directed. The media played a role; when they commented favourably in support of community initiatives Community support noticeably increased. Universities were also involved, and labour to a lesser extent. Non-public organizations would continue to be used as change agents consistent with the entrepreneurial spirit.

Mr. Vivian judged that municipalities needed new partners in part because their abilities were being stretched to the limit. Unlike business, municipalities could not lighten their responsibilities by jettisoning services that were costly, hard to perform, or paid a low political dividend. Businessmen would be overwhelmed by the range of services having to be performed by municipal governments.

The second reason for the search for new partners was the perception that municipal government did not play an adequate role in policy formulation, provincially or federally. They wanted to improve their political clout in policy formulation areas, for they had the expertise, experience and contact with local people.

Mr. Vivian suggested four pressing problems for municipal government:

1. corporate and strategic planning methodologies.
2. the means to handle and absorb information.

3. management of human resources and labour relations.
4. productivity improvement and cost control.

In the search for non-government partnerships, municipalities could not operate on their own. They had to operate in concert with industrial, trade and professional associations, not with individual corporations or professional firms. This meant working through a strong, national organization with the necessary financial and human resources as well as membership support. Municipalities should be prepared to involve their most experienced and able people in FCM affairs.

Not all detailed municipal strategic planning would be carried out jointly, but there must be a unified effort to develop basic strategic methodologies and approaches to problems that could then be applied by local governments. Mr. Vivian saw the possibility of a natural partnership with labour that had not been brought to fruition. Municipal government would profit by closer communications with national groups such as the Canadian Information Processing Society or the Canadian Law Information Council. He also recommended a closer relationship between municipal government and the accounting profession and noted especially the work being done by the Canadian Comprehensive Auditing Foundation.

Finally, Mr. Vivian noted that municipalities were often referred to as "creatures of the province".

He suggested that the constitutional position not be used as a crutch; for example, business groups had no constitutional status either. Yet, business had successfully influenced public policy. "Don't wait to be asked. Mobilize public opinion. do your homework and offer positive solutions that are workable and politically acceptable," he advised.

Mr. Moist said that C.U.P.E. did not share the view that unemployment could be alleviated solely by the private sector. Reliance on private investment had failed and would continue to fail, for it was channeled into enterprises which provided few jobs and failed to address the serious structural problems of the economy. He expressed concern with the section in the FCM brief to the Macdonald Commission touching on the role of the business sector, saying that an absolute reliance on this sector would not solve economic problems.

Mr. Moist suggested local government act not only as a broker, but as a direct investor and a prime mover of the economy. It proposed a major role where local government within the constitutional structure. Labour was now considering the use of its massive pension funds and direct membership contributions in direct response to private disinvestment.

Mr. Moist said that the stimulative partnerships being proposed by the FCM would be realized only in a climate where government, labour, business and other groups were equal partners sharing in the decision-making process. That climate was not being

fostered when labour considered itself facing controls, cutbacks, layoffs, the increasing privatization of public service delivery and the general air of confrontation permeating public sector labour relations.

ADDRESS OF THE INCOMING PRESIDENT

Alderman Doreen Lawson described the FCM as a "vigorous, articulate association" whose capacity had been dramatically improved through the building by past presidents. Mayor Brady, the FCM diplomat, had been especially successful in making friends and promoting a spirit of cooperation.

With its mandate to lobby at the federal and intergovernmental level and provide services to its members, the FCM could do its job only with strong membership and finances. In the past two years it had been most successful in attracting new membership. Since 1983 we had welcomed new members representing 10% of the population of Canada during a time of economic difficulty.

Alderman Lawson intended to propose a system to seek the opinions of all municipalities on a variety of subjects so that information could be fed to the federal government and the news media. The FCM had been particularly successful in improving its publications and its dialogue with federal ministers and staff. The lobbying role must continue to be a high priority. Especially during the expected federal election it was important to communicate the municipal point of view amongst all candidates.

Consultation was important to enhance productivity, notably in harmonizing regional interests. An important aspect was provincial dialogue, and in this connection she mentioned Mayor Brady's useful visits with all Ministers of Municipal Affairs. The new and closer relationships with member associations were particularly heartening.

The report on Infrastructure was but one example of the outstanding work achieved by the new Task Force structure. They had given the information needed to establish arguments in favour of a new national agenda. Canada would be less efficient and less competitive internationally if funding levels for municipal infrastructure were not reinforced.

Alderman Lawson paid tribute to the Executive Director and staff who had caught the spirit and vision of the FCM and who had worked hard to meet almost impossible demands.

Despite the ambitious programs of the FCM, it must not become a ponderous organization. As a voluntary association it must exploit the skills, expertise and knowledge of its members.

Alderman Lawson concluded by declaring that "the thrust of our agenda is 'service to members' and 'political presence'. Our theme is consultation and cooperation."

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FEDERATION OF CANADIAN MUNICIPALITIES

PROCEEDINGS OF THE 47TH ANNUAL CONFERENCE
WINNIPEG, MANITOBA
JUNE 3-7, 1984

DAY 4 (Thursday, June 7, 1984)

1. PLENARY SESSION

Building for the Future: FCM Task Force Reports

Chairman: E.J.(Ted) Brady, Mayor of Carlyle
FCM President, 1983-84

The Chairman briefly reviewed the purpose and Structure of the 14 Task forces established at the 46th Annual Conference in Moncton. He then tabled the Task Force Policy Statement Procedures (attachment A.)

On a motion by Alderman Gilbert, seconded by Alderman Taylor, the Conference assembly approved the Task Force Policy Statement Procedures.

TASK FORCE POLICY STATEMENTS APPROVED AT 1984 CONFERENCE:

1. Grants in-Lieu-of Taxes
2. Crime Prevention
3. Municipal Labour Relations
4. Economic Development
5. Culture and Historic Heritage
6. Energy Conservation.

TASK FORCE DISCUSSION PAPERS RECEIVED AS INFORMATION AT THE 1984 CONFERENCE:

1. Small and Rural Communities
2. Municipal Infrastructure.

TASK FORCE REPORTS RECEIVED AS INFORMATION AT THE 1984 CONFERENCE:

9. Municipal Taxation
10. Housing
11. Social Policy
12. Technology
13. Urban Transit
14. Economic Development (Big Cities Initiatives)

The Task Force Report On Infrastructure evoked a fair amount of interest among the delegates and media alike, because of the importance of this subject to so many municipalities and because of the advance publicity as a result of the pre-Conference Survey on current Municipalities projects and needs.

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Mayor Michael Harcourt of Vancouver, Chairman of the Task Force on Infrastructure, reported that, as a result of the survey and studies his group had made, we have an accurate picture of where our cities stood today. The present question was: «What can we do about it?»

He pointed out that just to restore existing physical infrastructure, with amortization over ten years, would add more than 25% to current municipal public works budgets. Municipalities can, at best, pay only part of the costs.

The Task Force concluded that municipalities should come together to share information and make a joint approach to other governments. Canadian cities could benefit also from experience abroad. A logical coordinating body would be the FCM. The FCM could be the vehicle for a unified approach to the federal government. Phase II of the Task Force's study would give an action plan to take to Ottawa and provincial capitals. The case for support to municipal infrastructure was based on need, advantages to job creation and economic stimulation and, the desirability of recognition that the city was the focus of growth in the post-recessionary economy. Common effort by municipalities could provide the push needed to bring senior government policies into line with new realities.

Mayor Harcourt urged the FCM to prepare the case and present it assertively to federal and provincial governments. He also urged it to support the initiatives being taken at the «Big Cities» Conference to develop economic strategies for Canada's major urban areas. Big cities were now embarking on a three-year action plan to develop cooperation and joint strategies with business and labour, non-profit institutions, and the federal and provincial governments.

TASK FORCE POLICY STATEMENT PROCEDURES (attachment A.)

The Federation's National Board of Directors herewith recommends the following procedures respecting Approval of the FCM Task Force Policy Statements at the FCM's 1984 Annual Conference.

These policy statements, having been prepared by individual Task Forces, reviewed and amended by Regional Committees and approved by the National Board of Directors will go before the FCM Conference for adoption on the following basis:

a) that the policy statements be adopted as read or with minor amendment or;

b) for any policy statement, which at the Task Force Plenary is not adopted as read or with minor amendment only, the Chairman will entertain a motion of referral of the document back to the appropriate Task Force for further consideration and amendment.

Those Task Force reports which have not progressed fully through the approval process, will not go before the Conference for adoption. Rather, each Task Force Chairman will present a report on progress to date.

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3. PLENARY SESSION

The Federal Progressive Conservative Opposition

Speaker: The Honourable Brian Mulroney, Leader of the Federal Progressive Conservative Party

Public confidence and trust in government could be met only through a massive co-operative effort among the three orders of government, Mr. Mulroney said. The federal government did not automatically speak for Canadians unless its policies were supported. Consensus could be created only with mutual respect and understanding amongst diverse viewpoint. He wished to see business and labour and other levels of government come together in a national economic summit.

To meet the country's grave economic problems, Mr. Mulroney said that his party had just completed a comprehensive policy review in search of an environment of economic growth and job creation. Based on less top-down planning and more bottom-up initiative, Mr. Mulroney's plan rested on four pillars: lower interest rates, trade expansion, technology, and training. He then outlined his party's plans for training, based on six principles.

1. Greater co-operation
2. More creative approach to unemployment insurance
3. Local action and community self-help
4. Accent on the individual
5. Challenge and encouragement of the private sector
6. Dissemination of information

Within these principles, Mr. Mulroney suggested 16 initiatives to train citizens for change and produce tens of thousands of new jobs. Such wide-ranging reforms would, however, be undertaken only with consultation and consensus with respect for provincial jurisdiction.

The future, Mr. Mulroney concluded, was not a matter of chance but of choice. Canada should strive for a society where the young could work and all could have an equal opportunity to achieve their potential.

POOR

QUALITY

ORIGINAL